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SCHOOL BOARD-ADMINISTRATIVE RELATIONSHIPS, CATSKILL AREA SCHOOL BOARDS INSTITUTE 1965-1966.

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THIS PUBLICATION CONSISTS OF SPEECHES BY DR. DONALD J. MCCARTY, OF CORNELL, AND DR. HENRY M. BRICKELL, OF MANHASSET, NEW YORK, ON SCHOOL BOARD-ADMINISTRATIVE RELATIONSHIPS AND WRITTEN SCHOOL BOARD POLICIES. DR. MCCARTY EMPHASIZES THE IMPORTANCE OF MUTUAL RESPECT AND CONFIDENCE BETWEEN BOARD MEMBERS AND ADMINISTRATORS AND DESCRIBES HOW A WORKING RELATIONSHIP BETWEEN BOARD MEMBERS AND ADMINISTRATORS IS ACHIEVED. DR. BRICKELL EMPHASIZES THE ROLE DEFINITION OF BOARD MEMBERS AND ADMINISTRATORS, DEFINES POLICY, AND DESCRIBES HOW A SCHOOL POLICY EVOLVES WHEN BOARD MEMBERS AND ADMINISTRATORS WORK TOGETHER. IN THE APPENDIXES ARE LISTED THE LEGAL DEFINITIONS IN NEW YORK OF THE POWERS AND DUTIES OF BOARDS OF EDUCATION AND DISTRICT SUPERINTENDENTS. ALSO SUPPLIED ARE THE NAMES OF BOTH THE MEMBER SCHOOLS AND THE MEMBERS OF THE EXECUTIVE COMMITTEE. (FS)

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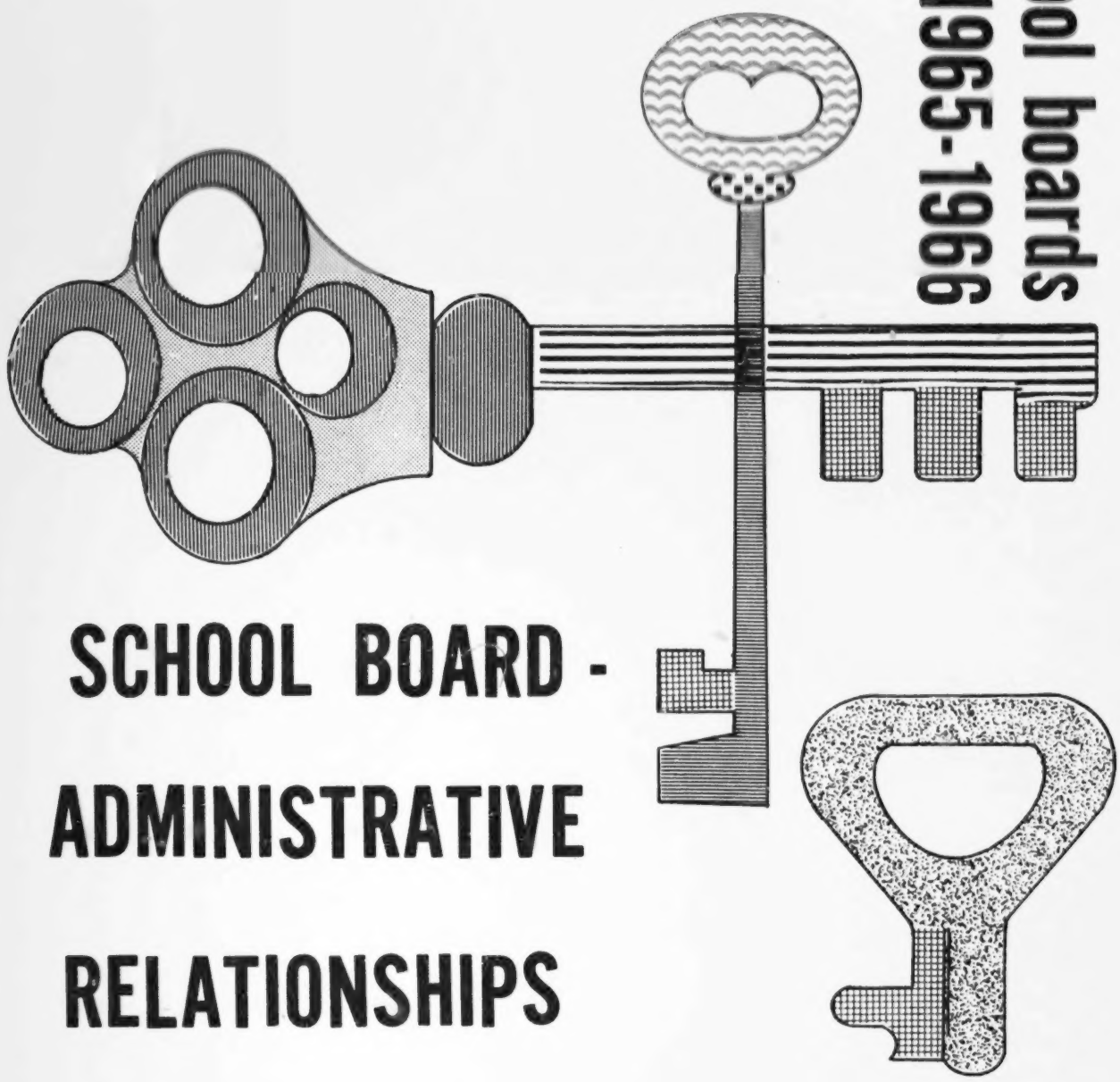

SCHOOL BOARD - ADMINISTRATIVE RELATIONSHIPS

RC000 254

CATSKILL AREA SCHOOL BOARDS INSTITUTE

1965-1966

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SOME ASPECTS OF THE PROBLEM

A few, but tragic, examples of school board administrative conflict cause conscientious school board members and administrators grave concern. When relations between board and administrator become strained there is an almost immediate and readily discernable effect upon the morale of faculty and students. Harmonious relationships among all segments of the public school structure are imperative to the maintenance of an optimum learning situation.

The new board member soon finds that the vagaries of educational law give to him equal or superior status with professional staff in the formulation of educational policy. He is caught between his desire to discharge his responsibilities in the approval of curriculum, selection of textbooks and employment of teachers, and his feeling of inadequacy of both preparation and experience for management in those areas. He quickly realizes the need for help from the specialists on the school staff; yet he does not want to be maneuvered into the position of being a "rubber stamp" for the decisions of the "hired man".

The administrator's position is even more complicated. His professional mentors may have indoctorinated him in the point of view that educational decisions are matters for the profession; yet the statutes which he must administer clearly place the final responsibility in the hands of the layman.

The administrator finds that the board often expects him to provide professional leadership to the faculty, and at the same time discipline individuals, make tenure recommendations and interpret the board's decisions relative to salaries and working conditions. The administrative role can be filled with conflicting functions each of which impedes the effectiveness of the others.

In large systems it is sometimes possible to reduce such role conflicts through the establishment of special positions that allow an individual on the staff to provide professional leadership through supervision of instruction and without responsibility for formal evaluation of the performance of individual teachers. There is no such way out for the supervising principal of the relatively small central school system. Can he be the board's man tonight and the teacher's man tomorrow? It is a difficult role to fill.

Often the administrator finds himself cast in the role of innovator or change agent. It may be that his scholarly attention to developments in the field of educational research cause him to feel responsible for exerting leadership in a curriculum matter. Or, it may be that his knowledge of new developments in administrative procedures causes him to feel responsible for exerting leadership for change in some matter of business management. In either case, the administrator enters an arena where he must cause people to change their opinions on important matters and finally to change their behavior in the classroom or office. Change can be a threat to the uninformed, the insecure, or the incompetent. Such threat can lead to severe conflict unless all parties concerned with bringing about change are aware of the human needs that must be satisfied during the change process. Board and administrator must work together to build a frame-work within which change can be brought about as a rational process.

The supervising principal's role in New York State, is complicated in still another respect: the role has no base in law! The only administrative power available to the supervising principal is that which the district superintendent is willing to delegate. Even then, it is the district superintendent who is finally accountable to the Commissioner of Education. Fortunately in most situations, boards and district superintendents arrive at a working definition of the supervising principal's role and select men to fill the role they have worked out. As long as new board members take the time and make the effort to understand such unwritten role definitions the working relationships can remain reasonably serene. The situation will always remain subject to disruption by the maverick administrator, or board member, as long as there is no legal definition of the position. In extreme instances board and district superintendent can limit the supervising principalship to a clerical and disciplinary status through failure to delegate responsibility.

During the past year the Catskill Area School Boards Institute gave its attention to discussions of these complicated relationships involving boards and administrators. Following the discussions the Institute Planning Committee requested the preparation of this summary of suggestions that were developed by visiting consultants.

Dr. McCarty emphasized the human relations aspect of board and administrative relationships. His message does far in setting forth examples of how men of good will work together.

Dr. Brickell emphasized the formal structuring of board-administrative relationships that can be accomplished through the formulation of board policies that can become guides to the "discretionary action" of the administrator.

An attempt has been made through this publication to set forth the suggestions of these two men in a way that will be useful to both the board member who was present for the discussions, and the new board member who is attempting a personal definition of his new role. As a prelude to each address the reader will find selected quotations which, in the humble opinion of this editor, set forth the essense of the message to follow. It is hoped that the quotations will serve as a review for the board member who was present at the Institute.

In addition to the selected quotations, the entire address is presented as recovered from tape recordings made during the Institute. The new board member may find the opinions set forth in these addresses useful in the discovery of his role. It is difficult to recover the dynamic qualities, and vocal nuances, of speeches by such well qualified and able speakers. The editor takes full responsibility for the interpretation of the spoken word that may have taken place when it was transposed to the written word.

The attention of board members is directed to two other publications that set forth the policy of the Regents of the State University of New York:

> The Local Board of Education. The University of the State of New York. The State Education Department. Albany, 1965.

School Board, Superintendent, Staff Relationships. The University of the State of New York. The State Education Department. Albany, 1966.

Finally, the appendix to this publication contains the legal definitions of the powers of boards of education and district superintendents as set forth in New York State Education Law.

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and Executive Secretary of the
Catskill Area School Study Council

SCHOOL BOARD-ADMINISTRATIVE
RELATIONSHIPS

Dr. Donald J. McCarty
Professor of School Administration
Cornell University

November 4, 1965

"Many people feel that managing an educational institution is considerably like managing business institutions. My first point is that it is absolutely not."

"--- you have no agreement about what good education is."

"--- there's a division of labor alright, but it isn't between policy making and administration. It's on the content of the issue."

"--- the obvions imperative is that there must be mutual confidence and respect between the board and the superintendent."

"--- there is nothing particularly great about having a beautiful set of policies -- if you don't know what they are or if they're not operational."

"One of the important responsibilities of a board is to evaluate administrative efficiency in educational achievement."

"One way for the board to learn what is going on is for the superintendent to make periodic reports to the board ..... reports should be frank and complete ..... it is extremely important that the board should not feel threatened if the superintendent presents his own problems ..... rather than sugar-coating the issues. In this connection it will be useful for the board and superintendent to meet informally a couple of times during the year."

"--- good will be accomplished only if our first prerequisite exists - that of mutual confidence and reciprocated respect."

"Executive sessions should be the exception and are justified only when the matter under discussion is such that public disclosure is not in the best interest of the school system."

"In order for the board meetings to be as expeditious as possible, each board member should receive, several days in advance of the meeting, the agenda prepared by the superintendent with full explanatory information regarding any item requiring information."

"It is a wasteful expenditure of valuable time for board members to wait until the actual meeting and then, for the first time, ask for additional information which indeed may or may not be available."

"If there be incompetence in the staff below the superintendent -- whether it be on the part of the teaching staff or supervisor, or the business staff, it is the superintendent's responsibility to bear, and he is accountable to the board."

SCHOOL BOARD ADMINISTRATIVE RELATIONSHIPS

Dr. Donald McCarty*

I would like to begin with a little anecdote about education. Many people feel of course that managing an educational institution is considerably like managing business institutions. My first point is that it is absolutely not. There's very little similarity and the reason is this. Education as a field of study is a contested notion. That is, you have no agreement about what good education is. You have people going around saying that good education is education of a boy and girl, or a good education is preparation for college. These are really signs that we haven't made up our mind what good education is. In fact, most of us at one time or another were a student in some educational institution. We were a body in some educational institution and this qualifies us to speak with authority on education. What I'm saying is that you know as board members and administrators that almost anyone is willing to make statements about education with confidence that they are right. I think that this is one fact that we have to keep in mind when we are administering educational institutions. I am reminded of this story about the reporter who was travelling around prison institutions studying them and he happened to be talking to the warden. He noticed that, in general, the people were very quiet during rest period, in fact, every now and then he would hear someone shout a number, such as 47, and there would be gales of laughter. The young reporter asked the warden to explain this activity and the warden said that, "Well, these people have been around here so long and we have very few books, in fact we *only have one* - Joe Miller's Joke Book. We have eliminated the bother to tell a joke anymore. We just yell a number and that brings up a picture in the mind of the inmates, and he just responds if he liked the joke." The cub reporter being by nature, scientific, a modern day man, started to test it out to see if it really did work. He shouted out 47, and, alas, no response. This disturbed him greatly so he asked one of the inmates what the trouble was. He said, "Isn't the joke funny when I say it?" The inmate said, "It's funny alright but it's the way you say it." I think this is a problem that we have in education. It is the way that you say it frequently that gets a reaction. Almost anything that you say about education can certainly get a reaction.

So much has been written on the subject that we are going to talk about tonight, about the relationship of boards of education and superintendents, that it's really difficult for me to submit any new, original ideas. All that I can hope to do is to serve as a reminder of thoughts that are already known to most of us. Now the governmental mechanism by which public education is managed in this state, and, in fact, throughout our country is a strange one. It is unlike any other governmental technique employed to discharge governmental responsibility. It baffles foreign visitors. Baffles is quite a word if you've ever tried to talk to a foreign educator about the American system - they just don't believe it's possible. It is the most important governmental responsibility that belongs

*Dr. Donald McCarty is Professor of School Administration at Cornell University. This document was transcribed from a tape recording of a speech given at a Catskill Area School Boards Institute on November 4, 1965.

to the state. Yet, except for the determination of what we would call basic policies, it is actually administered at the local community level. Probably the only example you can find of this in a man's civilization. This structure, I am sure, is going to in the future suffer greater stresses and strains than it has in the past.

I would like to make some preliminary observations before we get underway. The fact is that one of the greatest problems that any administrator and board of education face is the demarcation line between policy-making and administration. This is known to be frequently fuzzy and uncertain, and it's a truism, of course, if you read the manuals that the definition of a division of labor is that the board of education makes the policies and the administrator administers them. This sounds very good but put into practice it doesn't work out that way. Recently, the Regents Advisory Committee conducted a study throughout New York State where a lot of interviewing was done with board members, with superintendents of schools, to find out about this policy business. In other words, does it actually take place. What sort of division of labor does exist in schools. You'd be interested I'm sure in learning what we found out. What we found out was that there's a division of labor alright, but it really isn't on this sort of a demarcation between policy-making and administration. It's on the content of the issue. That is, in general, the boards of education we interviewed spent most of their time concentrating on what we would call financial issues. The problems of the selection of sites, the problems of preparation of budgets, public relations - items of this nature. And the administrator can spend a great deal of his time, exert more influence in the area of selection of staff, areas of curriculum improvement and to some degree in salary schedules. There had developed a division of labor alright but it was not in the policy-making administration so much as it was on the content.

I think we can account for that since historically boards of education managed the school institutions and the growth of the superintendent of schools came about because of the complexity of the educational institution, the growth of curriculum and, of course, the size. These brought about the need for an administrator. He was generally restricted in the early days to the educational institutional aspects - the curriculum and personnel, rather than the financial aspects. Even until today that division of labor has tended to remain.

Since the superintendent in addition to being the chief executive of the school system is also the professional advisor to the board and since the superintendent has the right to ask the board for its advice in case he has a serious problem, the obvious imperative is that there must be mutual confidence and respect between the board and the superintendent. I don't think that there is anything that I can say that would be more important this evening. In order to make this system work, and we have, there must be mutual confidence and respect between the board and the superintendent. Otherwise, it will not work. If the board <u>has</u> genuine confidence in the ability of the superintendent to administer the school system, if the superintendent has faith in the ability and dedication of the board, the problems in the grey areas are resolved without great difficulty.

I could read off to you a bunch of horror stories that we ran into about grey areas, and what I'm saying is that it wouldn't make any difference what these grey areas were if the two had a mutual respect for each other anything could have been worked out. For instance, a problem which arises such as the appointment of personnel or over someone who has been expelled from school, or the various items that can create a minor crisis at the local level can easily be worked out if the board and the superintendent have this mutual partnership. However, if this

confidence is absent there literally exists no foundation upon which to build improved relationships. In such an event the community must either have a new superintendent or a different board. I say this because so often the valid criticism is made that the board is over the line and involving it in administrative matters. When this occurs, it may be due to the lack of self-discipline on the part of the board.

I'm going to try to give a balanced presentation here. I'm not going to indicate that in many cases you run across that it's the matter of the board being at fault or the administrator. Sometimes it's both, sometimes it's one, sometimes it's the other. If the board is at fault, if the board is showing a lack of self-discipline, such board should take stock of its performance and develop the self-discipline which recognizes the responsibilities of the superintendent.

But, very frequently, this involvement comes about because the board members do not have a genuine confidence in the effectiveness of the administration. When this exists conscientious board members are naturally concerned and as trustees of the community may become directly involved in administrative affairs. When they do this they enter an area in which they are not professionally equipped, in which they cannot possibly give the necessary time and attention, and inevitably, the morale of the superintendent and the staff must be impaired. By the same token if a superintendent does not have confidence in the quality of the board the temptation exists for him to step in and not merely advise but undertake to make the policy which should be determined not by him but by the board. When this happens the consequences are equally serious. If a board member thinks that the superintendent is taking over the board members duties he becomes overly jealous of his prerogative and leans over too far to be certain that the superintendent is kept in his place. Therefore, the absolute imperative is that there must be mutual respect and confidence. If these be absent, relationships cannot be strengthened.

I am reminded of a story about this so-called lay-professional dichotomy that we're talking about here which exists in another profession. The profession of the ministry. Nowadays, as you know, ministers are very highly trained. They have an extensive curriculum. I remember one fellow who graduated from Divinity School at Columbia. His assignment was to go to Vermont and take over a parish which had been somewhat unsuccessful with the obvious expectation that he would build it up. The first year he did extremely well and at the end of the year he met with his board of directors and they asked him if there was anything in particular that he would like them to do for him and he said, "Well, there is really only one thing that I would like other than what you have done and that is a new chandelier." Since it was needed the board listened to him but did not grant him his request. Not being daunted by this situation the young minister went back the next year and continued to work very hard and had another successful year. He made the same request for the chandelier, with no success. This, of course, was very frustrating to him, as it would be to any leader, so on the way home he was talking to the president of his board of directors asking finally what the trouble was that the board did not deem him fit to grant him a chandelier. The board president said to him, "Our real problem is that we feel we need a new light fixture." This is a way of dramatizing, I think, what is frequently the lay-professional dichotomy. That is, the problem of communication. We may be very close to each other but we can't seem to break the gap. Obviously, this can be done, I'm saying, if you have built up a mutual confidence in each other.

I'm going now to deal with some general comments that I think I will submit to you with the idea that they may be of some value to you if you look at this problem. It's been a conventional recommendation and you'll be hearing a lecture on this from a most able speaker, who, incidentally spoke at our own institute at Cornell. In fact, we had Bill Hageny open up our program and he did a good job for us as well. Dr. Brickell will be talking to you about written school board policy. As you know this is part of the conventional wisdom, that there should be a written statement of policies which would constitute in effect the educational constitution of the school district.

Now I don't know whether a study would prove that those districts that have written policies function more effectively than districts which do not have them, but I do believe that a written statement can serve as a valuable guide to the board, to the superintendent and staff, and to the community itself. Such written statements should obviously be periodically reviewed. What we found in our recent advisory study - we wanted to find out did schools have policies and frequently they did have policies. We wanted to go further than that. We wanted to find out do they know what the policies are and who's responsible for a certain function. So we then asked the board members and superintendents to tell us, i.e., if you have a policy in the area of public relations who is responsible for carrying the function out. Here's where we found that even though we often found policies existing frequently nobody knew what they were, and I think they didn't know who was responsible. They weren't operational. I want to make this point very strongly that there is nothing particularly great about having a beautiful set of policies even if they follow the Davis-Brickell model if you don't know what they are or if they're not operational.

I think policy statements to be effective must be reviewed to be certain that they have not been rendered obsolete by changes that may have occurred. In other words, policies are no better than their currency. Are they being followed or aren't they? Do people know what they are? There is, as you know, considerable literature on the general subject of what a school board probably should expect of its superintendent and what the superintendent should expect from the board. In fact, the State School Board Association and the State Education Department has a great deal of literature on this subject and I would encourage you to obtain copies of it. In fact I might say that Jim Sampson could get some of this and have it available as you come into a session. We attempted to do that and we found that it's very useful to board members.

What I would like to talk about now is this problem that when superintendents make recommendations to the board it is sometimes felt by the board members, particularly when junior administrators are present that you really don't get an open discussion. I know the complaint that's made by some board members that when discussions take place with the superintendent and staff they seem to have a single agreed upon opinion. Some board members have felt that this is the result of the discipline which the superintendent exercises over his staff. The fact that several professional educators are agreed upon a recommendation does not mean that they have been whipped into line. It may well be that in the great majority of cases the problem has been discussed by the professionals and thrashed out and therefore, they can with integrity come with agreement among themselves as to their educational thinking. I think it would be well in such discussions in order to avoid this reaction on the part of board members, and more importantly in order that the discussion may be as fruitful as possible, that in the presentation of educational recommendations the superintendent should submit the pros and

cons, the advantages and disadvantages, the strengths and the weaknesses of any recommendations. There's hardly anyrecommendation that's crystal clear and is absolutely right and you have to indicate the probabilities, the weaknesses as opposed to other possibilities. Many may be arguable. There are educational thoughts upon which responsible educators disagree. In fact, as we mentioned in the very beginning of this talk the very nature of the fact that education is a contested notion means that practically any recommendation may be arguable on the basis of position, both psychologically and philosophically. I'm saying then that the board should be given not merely a single-minded recommendation but all aspects of the subject.

One of the important responsibilities of a board is to evaluate administrative efficiency in educational achievement. The method of evaluation will necessarily vary from district to district. Again, the size of the district will be an important factor in this difficult process. In a small district the board members will get quite informally an idea of what goes on. Conversations at lunch, or at a dinner party, or at the club, barbershop, they serve to give clues. Needless to say, such information must be viewed and assessed objectively. The criticism of a parent is not necessarily valid and should not be accepted just because it is made. On the other hand, in a very large city the evaluation process is a very difficult one. The variation in school performance is so great that no informal reaction is safe.

One way for the board to learn what is going on is for the superintendent to make periodic reports to the board, respecting the state of affairs in the school system. These reports should cover the state of business affairs in educational development. Some of these reports should be written in order that they can be studied by the board members and thereafter discussed more successfully with the superintendent. These reports should be frank, and complete as possible. Otherwise the board member engages in what the superintendent views as snooping, and resentments are generated which should not exist. There is a tendency, of course, on the part of the superintendent to present only favorable reports to the board. This is a human frailty that we all suffer. I tend to report favorable things to my Dean. I hesitate to report unfavorable things. But, I think it is extremely important, that if we have this faith that we talked about originally, mutual confidence between the board and the superintendent, that the board should not feel threatened if the superintendent presents to them his own problems that are coming up that they will have to face, rather than sugar-coating the issues and hoping that they will not appear on the surface.

In this connection it will be useful for the board, and superintendent to meet informally a couple of times during the year. Not in regular stated board meeting, but in a much more informal manner. At such meeting each person can let his hair down -, some people can, at least - and frankly, get off his chest whatever may be troubling him. The reason that I have written these things down even though it stops my spontaniety is that I think that some of these things are extremely important, particularly this one. This relationship does require an opportunity for both the board and the superintendent to talk about how things are going in an informal manner and, where they can, in a sense, say things about each other that they would not like to do in any kind of a formal session. If the superintendent could explain to the board if he felt any of their behavior was detrimental to the way things were going, they could explain to him how they feel about his operations. This would not be looked upon as harping criticism, but as a way of improving their relationship. It's also a

way for the superintendent to get a feed back on how well he's doing - we all need to know this. I think if boards and superintendents were able to establish this one thing during the year, that they would improve their general working relationship. Of course, in such sessions, as well as the public meetings, good will be accomplished only if our first prerequisite exists - that of mutual confidence and reciprocated respect.

I have mentioned public meetings, such meetings obviously consume much of the time of the board and the superintendent. In fact, in our Regent Advisory Study we found, as is always found, that board members do spend too much time at board meetings, and it's a very exhausting expenditure of energy, particularly when it is volunteer service and, in general, we should attempt, if we can do it at all, to improve the mechanisms of board meetings to minimize the time. Therefore, I would like to make several observations regarding these meetings. Those of us who have worked in this field as I have, observing meeting after meeting, feel that they are sometimes entirely too long. The number of meetings that a board should hold will necessarily vary from district to district depending upon the conditions and problems that exist in each. Very often, these meetings are protracted to a point which is extremely burdensome to all concerned. When I was a superintendent I used to have a board suit which I used only for this occasion, knowing that it was going to be ruined for a week by the time I shifted around. It's really quite an evening to go through a board meeting when you're a superintendent, you know. You don't really know what's going to happen, and you have to be armed in advance.

Of course, a board of education can take action only at public meetings. Executive sessions should be the exception and are justified only when the matter under discussion is such that public disclosure is not in the best interest of the school system. Even then it is the discussion that is confidential. The action is taken at the public meeting. Since the board represents the community, members of the public should be welcomed to board meetings and whenever possible should be afforded the opportunity to express opinions on subjects under consideration. This receptive attitude of the board will yield rich dividends in community understanding, community good will, and community support. Now it's true I spent a year observing the Levittown board and if you listened to the "Public Be Heard" section you'd wonder if this was a very good recommendation. So, all these things have to be tempered with justice.

On the other hand, a public meeting is not necessarily a public hearing. It is within the sound discretion of the board to decide whether a particular matter is open to a public discussion or not. It is within the discretion of the board to allocate the limitation of time to be given to a particular item. I mention this because there are times when such limitations are very necessary if the board is to complete its agenda within a reasonable length of time. For instance, Levittown board used to go on until three o'clock in the morning. Even four. There was a case of finding out how strong you were, or whether you could last till the final vote. The exercise of discretion I referred to should, of course, reside in the chairman, unless his decision does not reflect the majority thinking of the board. As we all know, the chairman of any committee is an extremely important person in the conduct and process of a meeting and obviously the chairman must perform his function, if need be, to curtail unlimited debate. There have been occasions when an issue is such that members of the public may address specific criticisms to particular members of the professional staff. I do not believe that the members of the staff should be called upon to be defendents at a public meeting

unless they choose to do so, and the board is willing that they do so. If a member of the board believes that the criticism of the staff members is justified, I believe it most inadviseable for him to express that feeling at a public meeting. This I believe is a matter for a private conference. Public criticism is destructive of staff morale.

In order for the board meetings to be as expeditious as possible, each board member should receive, several days in advance of the meeting, the agenda prepared by the superintendent with full explanatory information regarding any item requiring information. The superintendent should make an appropriate explanation of the facts, the issues, and the recommendations. If any board member, whereupon examining this material, feels that more information is necessary, he should notify the superintendent of the additional information he wishes. This additional material should be supplied by the superintendent to all the members of the board in advance of the meeting. It is a wasteful expenditure of valuable time for board members to wait until the actual meeting and then, for the first time ask for additional information which indeed may, or may not be, available. If it seems unduly burdensome for the superintendent to supply the board with so much written material in reporting, I can only suggest that I believe in the long run, it is less burdensome than for the superintendent to have to respond and become involved in many discussions that could have been avoided had the board been kept fully informed and advised.

I believe that it is important that board members recognize that the one person who is responsible to the board, who is an administrator in business as well as education, is the superintendent himself. As you know there are some states, Wisconsin being one, in which the business manager reports directly to the board, and not to the superintendent. This concept has been rejected in New York, and I believe, correctly so. If there be incompetence in the staff below the superintendent; and it would be rare if that would not be the case, whether it be on the part of the teaching staff or the supervisor, or the business staff, it is the superintendent's responsibility to bear, and he is accountable to the board. Unless this responsibility is recognized by the board the result will be administrative chacis.

Board members frequently receive complaints from members of the community on many matters. There may be a criticism of a particular teacher, or the operation of a bus system, or the amount of homework being given, or anyone of unlimited possibilities. Here the board member must conduct himself with great care. He should not accept a charge of the fact. On the other hand, he has the obligation to demonstrate to the citizen his interest and his concern. If the criticism is one in which the board member is fully informed, and he can answer it then and there, that is fine. But, if not he should refer the complaining citizen to the appropriate staff official. If, for example, it involves a teacher, then perhaps the parent would like to talk it out with the teacher himself. If the result is not satisfactory then perhaps the parent would like to discuss it with the principal. If this does not resolve the matter then, in most cases, it can be taken up with the superintendent. And, finally, there will be the unusual case, in which the parent will wish to appeal from the superintendent's decision to the board. He is entitled to this, but only after the proper channels have been recognized and utilized.

A sound relationship between the board and the superintendent would hold only if the board recognizes and understands the many responsibilities which are imposed upon the superintendent. It is surely unnecessary to detail them to you - but,

I'll go ahead and do it anyway. This is what a teacher does. But when one considers that he must be responsible for efficient business administration, for maintaining healthy school-community relations, that he must maintain good superintendent, staff and teacher relations, and is responsible for the staff morale, that he must propose an annual budget; is responsible for recommending sites to be acquired; he must be available for all suggestions, comments and criticisms from organizations and individuals. And, finally, he serves as an educator. Then, it is obvious that the satisfactory discharge of all these responsibilities calls for unusual talent and dedication. Too frequently even the competent and devoted superintendent is unable to be a first-rate educator simply because of the other demands on his time. There has been more research in educational experimentation in the last 10 years than probably in the preceeding 30 years. Mr. Hunt was alluding to that in his remarks this evening. There have been new curriculum concepts, new teaching techniques have been developed. There are many forms of team teaching, the use of program instruction, language laboratories, teaching machines, and others. Today educators must be creative and imaginative. He must be informed of contemporary developments. In some cases, where he deals with complex cases of integration, he must be a sociologist, he must be pretty knowledgeable about social-economic issues. He must be in a position to make an assessment of which experimentation he considers worthwhile in each new development. He must even have time to think, as well as to learn.

There are very few districts so small that the superintendent should not have an executive or administrative assistant on whom he can delegate many of the administrative responsibilities that heretofor he had personally bore. To provide a superintendent with an adequate staff is not a waste. It is economy in the truest sense. If we are to narrow the gap between educational needs and educational capacity, the productivity can only be increased if the school system knows and employs the advance and contemporary findings and techniques. This meanwhile may intensify in-service training. But the school system which is indifferent to these developments and simply adheres to old and rigid methods may be guilty of far greater waste than the school system which is alert to new methods and provides the superintendent with sufficient help to be a first-rate educator. Recognition of these educational facts of life, is I believe, essential to a healthy relationship between the board and the superintendent. This relationship will also require that each board member recognizes that just as the superintendent is professionally responsible for the education of all the children, so is the board member and trustee for the entire community.

The composition of a board again will vary depending upon the composition in the community, the size of the district, and perhaps the prob.ems which the people face. There may be important differences between the urban community, surburban and the rural. Certainly in the large cities, and even in smaller communities, the effort has been made to have the board as representative as possible to all the people. What I would like to talk about now is some of the general problems, statements that I think we can discuss which would be beneficial in summarizing some of the areas that create the most difficulty between board and superintendent. I am passing over some of my cards on Labor Unions, since I feel that probably this is not a problem that you need to worry about in this particular part of the country.

A. First, with respect to the board, difficulties will arise under the following conditions. If board members put the superintendent under pressure to promote one staff member rather than another. What I'm

listing here are the conditions on both sides which, if they are allowed to continue, may be detrimental to good superintendent-staff relationship.

B. If the board adopts a statement of goals and objectives but includes specifics of administration or directs the functioning of teachers.

C. If a board member entertains criticism of teachers and then stores away such criticism for use when tenure or promotion decisions are made.

D. When individual members invite teachers to criticize administrators.

E. When a board member allows his own income to control his thinking as to the adequacy of compensation for teachers and administrators.

F. When a board member who is a parent allows his judgment as a parent to outweigh the judgment of a superintendent as to appointments, or promotions, or placements on tenure.

G. When the board member allows the superintendent too little discretion with respect to purchases, and acquire their approval for minor expenditures. When I visited the Levittown board for instance, they spent a greater part of their meeting on minor expenditures - about whether or not the superintendent had made a wise expenditure in the Home Economics room and bought a $150 settee from the good will - arguing whether it was too much or too little. Now, this sort of example - what I mean by spending too much time on minor purchases. When board members are so determined not be a rubber stamp that they challenge every recommendation which the superintendent makes.

H. When board members adopt a policy but fail to provide in the budget sufficient funds so that policy can be implemented.

Now, you board members can relax and I'm going to talk about the superintendents. All these cases that I've listed here are true cases. That is, we have unearthed these in our investigations. I am not indicating that this is a common phenomenon because it isn't. But, they do exist occasionally. On the other hand -

A. A superintendent contributes to malfunctioning when he fails to make a recommendation but merely submits several alternatives, with the idea that no matter what they choose, at least he won't be responsible for it.

B. When he is so supportive of the professional staff that parents and others feel it is futile to discuss their problems with him. We all get involved in our conventional wisdom. What do teachers expect of administrators? They expect their administrator to defend them if they are wrong or not. If you don't defend a teacher if you are an administrator then the teacher feels that he can't depend on you. Administrators are under great pressure to defend teachers at every cost. That is the expectation the teacher had for his behavior. But, he cannot be that supportive of the professional staff. That parents and others believe it is useless to talk to him about a teacher.

C. When the superintendent fails to keep board members informed of trouble spots so that they may be equipped and prepared to cope with them.

D. When the superintendent criticizes individual board members before members of the professional staff.

E. When he assumes that any criticism represents unwarranted interference with professional functions. I have known superintendents who said that they never had a recommendation refused by the board, and if they did they would resign. Well, this is pure nonsense, of course. You wouldn't expect every recommendation to be accepted by the board. If they're reasonable men they have some ideas of their own, and you expect occasionally to have your recommendation questioned and criticized. Otherwise, you wouldn't have a partnership. So, superintendents should not feel ill at ease if some criticism is raised about a recommendation he makes. The superintendent must avoid issuing statements to the public before the board president has done so, and before the board has passed on an item. It is very bad for the board to read about something in the paper before they have acted on it.

F. When he is given discretion with respect to purchases; when he used that discretion by making purchases without approval of large amounts.

G. When he expects every recommendation to be approved, and is intransigent when opposed.

H. When he establishes a confidential relationship with particular board members plus creating distrust by the others of the superintendent and their colleagues. The superintendent cannot afford to be palsy-walsy with one or two board members. He has to keep his lines out to every board member on an equal basis. Give them all the same information.

I. When a superintendent fails to submit an issue not covered by existing policy, but undertakes to determine that policy himself. That's a very dangerous business.

Having mentioned these may I quickly add that I am confident that the relationships that prevail in a great majority of our school districts are healthy and effective and are being maintained by board and professional educators, truely dedicated to their responsibility. This dedication is urgently needed if our schools are to fulfill their obligations to our young. We live in a period of dynamic development and no community can afford to accept less than quality in the education it provides for its children.

I would like to make one or two other recommendations about how to improve school board-superintendent relationships. I don't want to take too much time because you may have some questions. I have already mentioned one which I think is very valuable - the informal session, or where the board and superintendent get together to talk over how they're doing with no intent to conduct business, just as kind of a fact-finding session. Another thing I think the board should attempt to do is to strengthen the superintendent's recommending prerogative. I still know that there are some boards in New York State that have superintendents on one

year contracts. I think superintendents should be on a three or five year contract, renewable annually. That is, this forces an audit once a year so that the superintendent knows precisely where he stands, and he is not caught in an abyss of not knowing whether he'll be retained or not. I think this is not a very good relationship, because in this partnership it is quite clear that the board overwhelmingly has the power. In law its power is overwhelming. There's no question about who's the boss, and in order to make the superintendent more effective, you should give him a little more leeway. It's a privilege for me to be invited to meet with men and women who have voluntarily assumed the great responsibility of educational trusteeship in their communities. I feel that it's probably the greatest civic service that anyone can undertake. For this privilege I am grateful to you.

WRITTEN SCHOOL BOARD POLICY

Dr. Henry M. Brickell
Assistant Superintendent
Manhasset, New York

March 31, 1966

"The actual subject is how to control the school system and still get home by midnight!"

"We know there is a difference between the work of the board and the work of the administration and we will not give up until we find it."

"We made the remarkable discovery that the board did not really care about the specific decision they made in many cases but always cared very much about its

intent in making a decision. That key opened a hundred doors, I guess. We had to learn to record the board's intention and leave the superintendent free to carry it out."

" - - a definition of policy: A guide for discretionary action. Narrow enough to give guidance, but broad enough to leave room for discretion. If it does not leave room for discretion, it is not a policy."

"Regulations. These are more specific things -- rules, specifications of required action. This is superintendent, supervising principal talk -- specifications for required action."

"A by-law, we can define as a rule for the boards internal operation: size of quorum, time of meetings, place of meeting. A by-law: -- very specifically directed inward not outward."

"Ultimate control is exercised by the men who implement policy decisions and they should be the people who have the final responsibility and the final authority."

"Policies reach out ahead of time, unlike rules which cannot do this."

"Your function is to make the policies, and delegate the responsibility for making them work to the superintendent."

WRITTEN SCHOOL BOARD POLICY

Dr. Henry Brickell*

The topic officially tonight is Written School Board Policy and policy making. The actual subject is how to control the school system and still get home by midnight. When we think about laymen controlling institutions staffed by professionals, we are talking about control in the hands of laymen who know less about the operation than the professionals who staff the place. It creates a complex set of relationships; is a favorite American pattern of government, as you know, which we use not only for schools but for other functions on federal, state, and local levels. We like it for some of our church government, for hospitals, for youth service organizations and for the military. At the top levels laymen control professionals in this country -- not in schools alone.

It started out very simple, at the New England Town meetings, when the select men of the community came together once a year to vote for new shingles for the schoolhouse roof; decide who was going to cut the wood for the next year; whether they should replace a few broken slates. In the beginning there was only one teacher teaching in the village. As the schools got bigger, there was a little more to do. There might have been a four room schoolhouse, or two or three schools scattered around the township. It became common to appoint a committee of select men to handle school business in between the annual town meetings. When they got a little bigger still, it became customary to take one of the committee members, one select man, and give him some special duties. He became a secretary to the school committee. That is what they are still called in New England, as you know. He began to look over the place in between the meetings of the committee of select men. As this went on, the teachers grew in confidence and in training; eventually they began to hire high school graduates to teach school, and then normal school graduates. An elevated profession began to develop and the gap between what the select men or the committee of select men and certainly the whole town meeting knew about education increased.

As the gap between what the committee knew and what teachers knew increased, it got big enough so that the committee of select men got into the habit of appointing a school superintendent, or supervising principal, somebody to stand between them and the professional staff. You know -- the man could think like a board member and talk like a school teacher!

As this took place the board tended to delegate the superintendent the educational functions but not the business functions. They tended to stick to business because in part at least they knew something about money -- if they didn't know anything about education. Often they executed their business operations through the leftover select man who used to run the place, now

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called the clerk. In some cases this built up a dual control system; controlling education through the superintendent, and money through the clerk. The board themselves, as you watched them at meetings, and this is true even today, maybe not for you but for many boards, spend a great deal of their time with things the comfortable way - the money, the buildings, and leaving alone the educational side - if you took a time count of what happens at meetings.

A Different Pattern

I want to talk to you about a different pattern of operation. Everything I know about this subject I learned by working with the board of education. They taught me everything - I certainly taught them very little. We learned a few things together. When I first went to Manhasset, the board of education operated with the superintendent in an extremely friendly, informal, easy going atmosphere. This was traditional and it hasn't really changed to this day, but there came to the board a group of men who had something in common. They worked for boards: one was the vice president of Sylvania in charge of finance; another was a research economist with Standard Oil of New Jersey; another was with Socony Mobil; one worked for the army general staff during the war.

They said to the superintendent, "You don't seem to know how to work for a board. At least we don't think you do because we work for our boards quite differently than the way you work for us."

I went to Manhasset at that point to try to understand what the board was talking about and bring to light some new way of operating. They had heard about something called policy making, whatever that was, and they wanted to try it out. They wanted to do a better job at meetings. They wanted to feel that when they made a decision, it was a good one; that they had been well informed, and they wanted to go home confident that they made the best among three or four choices. They thought they understood staff work, the kind of staff work they did for their boards. They thought they could not make the decision unless recommendations and related background and connected studies came in to them as a basis for decision making. But they didn't think they could afford all of the staff work they needed and they were curious as to whether some other talented citizens in town would work for nothing as citizens committees or individuals to do staff work for the board, beyond what the supervising principal could do. What they wanted, in short, was more control over the enterprise.

I checked with the superintendent and I said, "How does this seem to you," and I was special assistant to the board on his staff.

He said, "Well, that's all right, give them all the control they want. Just be sure I get more freedom at the same time. I like to have fewer phone calls between meetings from the board members. I would like to be able to anticipate what they might go for when I come in with a recommendation. I'd also like to feel some security in my administrative decision between board meetings. When I decide something, I would like to know it is going to be supported at the next meeting."

"Well, let's see, more control for them - more freedom for him." I was a lot younger then than I am now and I said to him, "You know this isn't easy. It is probably going to take me the better part of a week to get this ready for you."

Two years later, we thought we had the elements of the answer!

Now this story of how the board gained more control while the superintendent gained more freedom is a story of discovery. Most of all a story of reluctance to compromise. The board said, "We know there is a difference between the work of the board and the work of the administration and we will not give until we find it." The board actually gets the credit rather than the administrative staff, to be frank about this, because the board did everything except the work! There was the clear advanced proof that they were likely to succeed because they already knew (I didn't know this), these members of the board of education, they are not supposed to work but to see that the work gets done well! We set out to find the difference between the job of the board and the job of the superintendent. I'll tell you what we did.

In listening I hope you get the right part of this. Sometimes when you talk to people afterwards, you get the impression that they heard something entirely different than what you had in mind.

One evening there was a young man on the porch with his girl swinging back and forth and he said, "Honey, I want to talk to you about something quite serious. I've been thinking about you and me and the possibility of marriage. I know I couldn't do for you the things Ted Brown could do - I'll be frank about it - I cannot give you a town house and a country house. If you married me you wouldn't be driving Lincolns the way you might as Mrs. Brown. There wouldn't be vacations in Nice or Capri, as there might if you were to become Mrs. Brown. I have to make my own way. Daddy isn't leaving me the business or membership in the country club or the rest, but I love you very much and want to marry you. How do you feel about me?"

She said, "Charles I love you too -- but go on about this man Brown."

We started off by collecting the old minutes, letters the board had written, staff committee reports, citizen's committee reports, school bulletins, newspapers and the rest, on the hunt for policies. We covered the desk and found some gems. I discovered the board of education -- and the hassle of democracy. That you could not light candles in school buildings. I found that they believed in the fullest individual development -- and that they said that busses will park on memorial place at Plandome School. I found that teachers had to be there fifteen minutes before the children came into the room -- and that it was all right to teach controversial issues and ideas when you got there. I found that they said other things being equal -- we prefer to purchase locally.

A friend of mine says when a sentence begins in "other things being equal," it ends with the reason why they will never be equal.

We sifted through these tidbits we dug out of the minutes. There were lots of them, some were quoted from letters and so on. What was a policy anyway? Were all these policies: -- you can't light candles in the building, teachers there fifteen minutes before the children? Were those things the board of education was aiming to stipulate to the school? What was the difference between a policy, a by-law or rule, and all this other stuff we talked about? I was desperate and turned to the books. I read what the experts had to say and in a couple of months things became quite clear.

The experts did not know the difference either, between a policy and a rule! We sensed though that when you talk about policy making that's sort of high level stuff, that's not the ordinary nuts and bolts that run the place. There appeared to be a difference between policy making and administrative regulations or something else. We had to make up a definition for ourselves. Out of our own experience, by pushing behind the board's specific decisions, to find out why they had made them.

We made the remarkable discovery that the board did not really care about the specific decision they had made in many cases but always cared very much about its intent in making a decision. That key opened a hundred doors, I guess. We had to learn to record the board's intention and leave the superintendent free to carry it out. For that was something he was expert at doing.

Reading through those minutes I found that the school busses from Manhasset did not go in Manhattan below Sixtieth Street. I was curious because a lot of my good friends live down below Sixtieth Street. A year or two later in the minutes it said that school busses cannot go on field trips in mid-town Manhattan. Well, I know that they had already said it a couple years before, but they were still reaching for something, and about six months later they reinforced it by saying that busses cannot make trips into metropolitan New York. That included Manhasset!

I said to the superintendent, "That is too bad, you've got the richest cultural resource in the world, I guess, right out there in the middle of the Hudson River, but we can't take kids there."

"Oh," he said, "actually we take them in all the time."

"You do?" I said.

"Yeah," he said, "we take them to the Metropolitan Museum and the Museum of Natural History, but of course we can't take them to the United Nations or the Museum of Modern Art."

I said, "Well, how did all this get started?"

He told me what had happened to begin this chain of events. A school bus in a neighboring district had taken the kids and let them out at the museum. The driver had gone around the block to park. No luck. Around the block again. No luck. You've driven in Manhattan? The third time. No luck. Fourth time, 76 miles later. No luck!! The board heard about it and wanted to prevent that for us.

"So," I said, "you've been breaking this rule that they had made all the while haven't you?"

"Yes," he said, "but they really don't mean it, anyway."

I said, "What's the metropolitan got that the U.N. doesn't have?"

He said, "Off the street parking lots."

So he went to the board and he said, "Look, about this field trip thing, why don't you throw away all these things you have adopted here -- why don't

you say instead something like this - student trips of significant educational value are to be encouraged. They are to be taken under rules and regulations formulated by the superintendent. Student safety and the proper care of school vehicles shall be primary considerations. That's what you're really after. You want the kids safe and the busses not to be damaged or over used."

They said, "That's what we had in mind, but what about this thing in Manhattan?"

He said, "Well, if you would adopt a policy, we would adopt a whole train of regulations. Yours might be relatively short you see - you know, about so many lines -- and a couple other points, besides the one I read. Ours would say a lot of things and one of the things it would say is that a bus or automobile trip may be made only to the points where loading and unloading in off the street parking areas has been definitely arranged for in advance. The superintendent could have his say and you could have yours and you would end up with as much, in fact, more control than you have now."

A Guide for Discretionary Action

Very gradually, one at a time, page by page, incident by incident, we began to work out a set of board of education policies. They were matched by a set of rules adopted by the superintendent. We began this talk with a definition of policy: a guide for discretionary action. Narrow enough to give guidance, but broad enough to leave room for discretion. If it doesn't leave room for discretion, it is not a policy. All the things in this book are guides for discretionary action. You recognize what that sounds like. You have been hearing them all your life.

"Honesty is the best policy." What is exactly the honest thing to do? You can't be positive precisely what action that means but you get the idea. And so would the others.

"Early to bed, early to rise." Is that ten or eleven? Well, it isn't two a.m.

"We endeavor to give every customer the greatest value for his dollar."

"All the news is fit to print." A guide for discretionary action.

"Never put off until tomorrow what you can do today."

"Expenses incurred in producing income are deductable."

The youngster was heading off to college, the mother said, "Son, remember now, look before you leap."

And Dad Says, "Yes, son, mother is right, but remember, he who hesitates is lost."

These are guides for discretionary action. You have heard of the golden policy. "Do unto others as you would have them do unto you." That is a guide for discretionary action.

We began to pile up the regulations book over here. These are more specific things -- rules, specifications of required action. This is superintendent, supervising principal, talk. Specifically, who should do it. When should it be done. Exactly how should it be carrid out. He might change things, always keeping the board's guide for discretionary action as his guide. You know what rules are. They sound like "no smoking." "No left turn." "No credit." "Check out time is 4:00 P.M." "One to a customer." "No tipping." "Pay as you enter." "No right turn." "Employees only." "Close cover before striking."

By-Law Defined

A by-law we can define as a rule for the board's internal operation: size of quorum, time of meetings, place of meeting, frequency. A by-law: a rule for the board's internal operation - to govern its relationship with itself; very specifically directed inward not outward.

I will give you some examples. On the community use of school facilities: the board of education says, "The community shall be encouraged to use school facilities for worthwhile purposes, when such uses will not interfere with the school program."

The superintendent says in that case: "Under no circumstances will the scenery or other properties be stored in the auditorium."

The board says - "It will not interfere with the school program."

He says, "No scenery shall be stored in the school auditorium under any circumstances."

Again, the board says, "Each school shall be encouraged - shall be free - to work out the educational program most appropriate for the students attending that particular school building."

The superintendent on that subject says, "In that case, special personnel who work in more than one school - maybe an art teacher who might travel - will be responsible to the principal of the school in which he is working at that particular time."

Or, in another field, teacher load (under personnel policies) the board of education might say - "Maximum limits for teacher loads shall take into account the type of teaching needed to give students high quality instruction in each of the various subject fields."

The superintendent, the supervising principal matches that with a table of teacher loads with a diversity of education in language and the business fields.

While he is carrying out that policy, the board of education considers its scholarship policy.

"We're talking about the kind of students who will be eligible," the board says. "The board will present an award for outstanding achievement to students who rank near the top of the graduating class in academic areas of study."

The superintendent goes on to specify a grade point below which a student

cannot fall and be considered for the board scholarship.

Or in class size, the board says maximum class sizes shall rank in this order: "The smallest one kindergarten and non-science labs; next science labs, and finally goes on non-laboratory courses grades 7 through 12."

The superintendent develops and adopts a table of class sizes to carry out this particular policy - very elaborately.

The board speaks on every subject: personnel, surely; curriculum, yes; community relations, of course. The superintendent matches what the board says with his own specification of requirements.

If you want to control the school system it seems to me after elaborate study that's what you have to do. If you want to lose control of the school system I have some ways to advise you on that. There are five or six good ways to lose control - if you want to give it up. Let me read these to you briefly. You board members can lose control of the school by keeping your hand in very close to every decision and examining every decision before it is made. You can lock the superintendent up so securely that very little can get done. You can have board members specialize in each aspect of school work -- you can get a man to worry about finance, someone else on buildings, get a man for personnel, and someone else for transportation, let's say. Then groups can very quickly build up a set of vested interests and special empires keeping out of each other's territory well enough so that the total board will find control slipping away.

There's another technique that works. If you stick to your own point of view in all discussions, figure that the people who elected you liked your way of thinking. They want you to be dogmatic about it, never compromise. You can pretty well destroy the effectiveness of the board operation if you can keep flexible and don't try to decide anything in advance, play it by ear. Wait until the issue comes up and handle each case on its own merits. You will soon be drowned by a flood of tiny decisions to use up all your time. You could make rigid, straight rules and demand that every request for an exception be brought to the board. Not delegating any of it. All of these matters are pretty well guaranteed to lose control.

<u>Ultimate control is exercised by the men who implement policy decisions and they should be the people who have the final responsibility and the final authority.</u>

Rules should be made by men who are very close to the point of decision. It was June 17, 1775, the battle of Bunker Hill, a major general named Israel Putnam gave an order.

He said, "Don't one of you fire until you see the whites of their eyes."

Now General Putnam would never have said that all the men on that line had 20-20 vision. The way men of his command interpreted his command is something very interesting. If they hadn't done some interpreting we might have lost that particular engagement. They guessed his policy intention no doubt and carried it out. That's what the supervising principal will do to the board of education if they insist on making rules.

"Don't shoot until you see the whites of their eyes."

That is a specification of required action. No room for discretion. You can imagine what happened.

"Do you suppose General Putnam means that?"

Friend said, "No, General doesn't mean - don't shoot until you see the whites of their eyes - what he means is, don't shoot until you get a sure shot."

Now listen to that language. "Don't shoot until you get a sure shot." That is a guide for discretionary action. A very accurate translation of what the General had in mind. I have seen this happen repeatedly by people at the point of decision -- translating what the boys upstairs really meant by narrow rules. General Putnam could not pull the trigger for the rifleman. The board of education cannot pull the trigger for the supervising principal. The board cannot know what he must deal with as it flows across his desk day after day.

"Did you say we want classes of 25, and that's the way you expressed your view on class sizes."

The superintendent may drop around on opening day of school and the principal may take him by the arm and say, "Mr. Superintendent, I want you to see something. Come right in with me and look at this." He swings open the door and says, "There are 26 pupils. I've got to have another teacher and split the class. The board says 25."

The superintendent says, "Are you out of your mind? What they mean is if you had eight or ten sections you could come close to 25, but with two sections like in your building we can't have two classes of 13."

People on the firing line have to guess what the distant authority meant if it expresses itself in highly specific terms. "No smoking by order of the board of education," says a sign on the wall. That citizen's committee you invited to help you sell the non-issues have a little planning session in the school building. The superintendent strides down the hall, opens the door, and the smoke pours out. What does he do? He brings them ash trays.

Well, they begged for exceptions. I know one school district that let the high school parking lot be used for a hot rod club every day school wasn't in session. They began to have Sunday afternoon races. They began to get ready for the afternoon shows earlier and earlier. Pretty soon they were working on the cars on Sunday morning in the parking lot back of the high school. One of the ministers complained. The board thought it over and promptly decided: the school buildings and grounds shall not be used by community organizations on Sunday. It was clear, perfectly clear. Specification of required action.

It wasn't too long before the ladies auxiliary (of the same church, as it turned out), came to the superintendent and said, "We want to put on a flower show. We think Sunday afternoon would be a wonderful time and our minister agrees with us. We would like to use the school gymnasium for it."

Well, they went to the board. What should they do about this? The board took quite a while to think this one out. They finally decided that they would let the flower show be held and they gave special permission — made an ex-

ception.

Pretty soon the camera club dropped around and said, "We have some slides some of our members brought back from Europe and we would like to show them. We'd like to have use of the auditorium on Sunday afternoon. You had a flower show in the gym, how about including something like this."

It was a question - the board debated, the discussed, finally decided yes, they could. An archery group in town wanted to set up some targets -- also on Sunday. The habit was beginning to form. The board of education said, "No, we don't think we want you to use things outside."

They began to weave their way through a complicated series of decisions. People begging the board to make exceptions to a too tight rule. They decided to shift and say "School grounds cannot be used on Sundays for activities that would interfere with the religious education efforts of local institutions."

They left it to the superintendent to say "yea" and "nay" to Sunday morning or Sunday afternoon uses for various purposes.

If you say the sick leave limit will be ten days, it won't be a year before the supervising principal will come around and tell you about the case of the teacher who has been here 20 years, has a marvelous attendance record and has been out 12 days. "How about a two day extension?"

And then you will go into debate whether to give it to her or not. You consider age and her attendance record and her morale and what other people would say and the rest, and make a decision about that. And another year will go along and you will have three more cases also bringing the need for an exception. You will handle them one by one, leaving very poor tracks.

How do you get stared with this process of formulating school board policy? Number 1 - don't wait until you have time. The busier you are the more you need policy making to give you some rules. Number 2 - don't appoint a committee. It's a writing job; they can't write anyway. Number 3 - don't make a big project of sending somebody back through your old records. Instead, buy a bunch of notebooks; put in an index, the best one you can think of at the moment; a table of contents, get a loose leaf thing.

Take the empty notebook and then say what a newly wed copywriter said once in filling out his joint income tax return (this is a good seasonal story I guess). This copywriter couldn't get over his occupational habits. It said put your name down, he did. Name of your wife, and he put that down. It said, "other dependents." The copywriter said, "watch this space."

Then you take the next problem that comes up at a board of education meeting -- not the last one, but the next one that's on your agenda. Look at it and decide whether this kind of thing has come up before and might come up again. If so, when you discuss whether to give her an extension of sick leave or not, locate the policy elements that guided you -- age, morale, past attendance -- whatever the things are that would guide you in deciding "yes" or "no" in this case. Have the supervising principal record those in a policy draft, expressing a guide for discretionary action. Bring it back to you to adopt it. Then he can decide whether to give that teacher her extra two day extension or not.

No, you do not make that decision! Use it as an occasion to develop a policy. He can make a decision about her when you are clear about the basis for exceptions.

There is one page in one book. Now you have a book with one page in it. Start out a page at a time, and begin to build up a set of guides for discretionary action. Work on the hard issues first, so you get a clear sense of progress. You won't do it if you think you are going to quit doing real school work and fool around with some academic exercise. Policy making has to become part of you while you work: what you will do instead of what you are doing now - not in addition to it.

There are policy elements in every discussion. It is a matter of rescuing them and recording them for the future. One night I went to talk to a board about policy making. They said, "We want to get to you as soon as we can for we are very interested in policy making, but we have one thing we must do first. We are looking at some furniture."

We proceeded over to the cafeteria where furniture samples had been put there by various companies. They walked around the chairs, they kicked them, they rubbed their hands over them and they wandered around among the furniture.

Later on they said, "We are ready to go now on the policy discussion, only the architect, it just happens, dropped in tonight, and he wants to ask us some questions about the furniture."

The architect thereupon handed out 25 single spaced pages on the equipment for the new building. They had never seen the list and they began to discuss it. It was 9:20 according to my watch. Now the question was, should they buy center roll shades that go up and down, or bottom to top shades? They talked about it. They decided on the center hung shades because they didn't cost much more and you could do more different things with them. He went on down the list.

It got to be 10:00. Later on they talked about storage compartments for the elementary schools. The issue here was, did you bolt them to the walls or did you buy them on wheels? This board knew that a building like this might eventually be used for other purposes and there was an argument for putting them on wheels, you could quickly change over to the higher grades or lower grades. Still, if the children make go-carts out of them, it would be safer to bolt them to the wall. Finally they decided since they would cost about the same they would take the ones with wheels for you could do more different things with them. You could move them around and they would be more flexible.

Then it went on, it must have been 11:30. Tables for the back of the room? Shall it be one big table in the back of the room or three small tables? You could see the arguments for one big table: you could make up a nice display quicker than you could make up a display on three small tables, and in case it were pulled apart, it wouldn't fall on the floor. Still, you could use them for reading groups. Back and forth they went. Finally they decided that they would buy, you know, three small tables because they didn't cost much more, you could do more different things with them.

Every decision they made that night, and I watched them make dozens, was on the basis of "We'll take the least expensive, most flexible equipment, because we don't have much money and this building may shift to other uses later." That is a guide for discretionary action.

Guidelines are there

Equipped with that in advance, the superintendent and architect could have recommended inexpensive, flexible equipment. With the board's policy guidance,

the action of the board could have been almost instantaneous on the long list of items. The policy guide lines are buried in every discussion you have. You have to listen for them and lift them out. Policy elements, when identified guide the superintendent.

In another matter, our board had to decide where to buy insurance. There were stock companies, mutual policies, and non-accessible mutuals. Everything had been quiet -- we had one broker. Then another broker came in and approached the board, and wanted some of the business. The board knew that a neighboring district had thirteen insurance brokers in on the deal, and it did not want to play that game. What should it do about the second request? The board said, "What we want in insurance is low cost, adequate coverage, and convenient service." It only took a sentence to say that and they said to the superintendent: "That's all we have to say on this issue. You recommend an insurance arrangement."

So he told the second broker, and the first broker, and anyone else interested, to submit bids -- they did. The cost was about the same and the coverage was almost identical, but on the matters of convenience and service, the administrator thought that one broker would be more convenient than two or three or four or five, and thus he recommendedcontinuation with the broker previously used. He had been very convenient to work with.

You notice, the board backed away from the question of whether to stick to the insurance business. They said, "We don't care whether it is split or not split, as long as we get low cost, adequate coverage, and conveninet service." The question for you might be, "Who turned down the second broker?" Did the board turn him down? Or did the superintendent turn him down?

Policies save time. I was visiting a board in upstate New York one time and they were looking at milk suppliers. They had three of them. This would not be an important thing in this area, I know, but I mention it because it was important up there! The local man had made the middle bid, and happened to be the brother of one of the board members. I just mention that in passing! The discussion was revealing. The board members said "we have to follow the law. The law specifies the low bidder."

Somebody answered, "Well, we have to save the tax payer's money."

Another board member chimes in, "The dairy in town pays taxes and as far as saving money for the district or helping out people locally this would be a factor too." And they went on.

The superintendent said, "They get into this same old argument every year."

I said, "They do?"

He said, "Yes."

I said, "How do they come out?"

He said, "Just watch and see."

They went on a little further and they picked the middle bidder. I said to him, "Is that what they do very year?"

He said "Yes, it never fails."

It became clear that they were following policy lines. If they had no local bids, they took the lowest bid over all. If they had a local bid, he got it regardless of what the other bids were, and they could have said this and saved all this discussion every year. Of course, its illegal but I say if you are gonna break the law, let's use a little dispatch!

Policies reach out ahead of time, unlike rules which cannot do this. And solve future problems you didn't even imagine when you adopted the policy. One night a citizen's committee came in and reported to the board recommendations that certain classes for gifted students should be allowed to run below the normal class size. They opened the policy book and said, "This is under change of class size policy."

The high school principal pointed out that some time ago the board made the following sentence, "Class enrollment in the high school shall be allowed to fall somewhat below its established low limits in the case of a course needed to complete a highly desirable sequence or patten of courses."

That guide for discretionary action was adopted some years ago so that we could add French IV and Spanish IV, tiny sections to complete a desirable sequence. Did that already arrange for an honors class in mathematics students? Surely, that policy had reached out ahead and saw the problem the board did not even anticipate when it made it. This happens over and over again.

The board discovered that giving a gift to teachers at Christmas time began to balloon up, it got pretty big. So they adopted a policy that the presentation of gifts to teachers or gifts to personnel on the occasion of Christmas should be discouraged. And the superintendent asked the PTA to pass the word and they did.

One Christmas season the phone rang and the PTA member said, "That board policy about gifts to the teacher, that doesn't apply to bus drivers, does it?"

"What's the reason for the question?"

"In return for making an unscheduled stop or taking good care of Betsy when it rained, or whatever it happened to be, the bus drivers were picking up a good bit in cash or other liquid assets."

He opened up the policy book and he said, "Let's see what the board of education actually did." "Page 1313. Let's see, Students and employees shall be discouraged from the presentation of gifts to district employees. Yes, that means bus drivers."

Later, one custodian's youngster had a brain tumor and had a very expensive operation. The PTA wanted to collect some money. "We can't do it," they said, "because of this rule on district employees."

The superintendent opened up to page 1313 again on Community Relations, and discovered this sentence had been written in at the beginning. "The provisions herein shall not be interpreted as intended to discourage acts of generosity in unusual situations." Could they collect the fund for the hospital bill?

"Yes," he told them, "go ahead."

Rules cannot do that.

Now you don't have to write policies. You don't need to write them if you are not going to elect any new board members, or hire a new superintendent. If you all agree on what your policies are today, none of you will forget them. I say don't write them down. Otherwise, you have no alternative.

The person who writes policies needs a knowledge of the language, some facility in writing, some free time to draft them and, of course, contact with the superintendent. He ought to know the school system pretty well. He should attend board meetings - where policy discussions should take place. He should have access to board minutes, and all of the rest.

Should the policy book be published? Of course not.

It should be available to everybody. You can give the whole book to the teachers if you want to. You might give the book to the administrator, say, and make it available for the libraries of the schools. Maybe this section of the book for all these people; and maybe other sections to non-professional personnel.

A loose leaf arrangement is essential.

Colored paper dramatizes the statements of policy rules and helps make sure they don't get mixed up with other stuff that goes into the teacher's mailbox.

An open page numbering system so you can add a policy any time, one item on a page so it is easy to change without having to write a whole section of the book.

Section separators like: community relations, personnel, table of contents -- makes each section easier to handle.

Dramatize some way the difference between policy and rules -- two books, two colors or something. Don't include the law. Footnote, but don't sandwich it in with your local policies and rules. Otherwise, you won't know what belongs to you and what belongs to others.

Never make an exception without changing the book.

Don't issue special bulletins to tell when such and such is no longer in effect, send in a yellow page, with the change content, or a new ruling. Once the book is found to be wrong, the people will put it on the shelf, conclude it can't be trusted.

One word of advice, when you hear someone say at a board meeting: "I know what's in the book but actually in practice you see it is not dependable." "You know, there ought to be a policy covering that for it has come up before." It's time to change the book.

"We get into this same old discussion every year." It's time to change the book.

If you do the superintendent's job and you work on administrative detail, he will do yours. Sometimes I go into a school system and I say to a superin-

tendent, "You know the board members are really tinkering around with the details, they are down there counting pipes in the boiler room and tinkering with all the mechanism of the place. What do you think about it?"

It is not uncommon for the superintendent to say, "Sh-h, I am doing pretty well up here on the bridge."

If you go all the way in this business, you buy the door knobs, ring all the bells, sign all the checks in person, inspect everything on business, demand an inspection. He will be glad to organize your financial support program.

If you argue there should be one class for the gifted, he will decide whether there is a flexible pattern of scheduling in the high school for you won't have time to talk about that.

If you argue whether to cut the budget $100.00, or not, he will decide by himself whether to transmit all types of requests to you as they come in from teachers or to chop them 50 percent before you ever see them.

If you read teacher credentials when you are picking new teachers, he will decide whether to bring in old teachers or young ones, local ones or out of towners, people with B.A.'s or M.A.'s, experienced or inexperienced, men or women and so on. He will make those other decisions for you.

Go ahead and do it if you want to. If you want to argue about whether to split up local purchases between the two hardware stores in town, he will decide whether he will be seeking competetive bids as to flexible specifications that offer options to bidders.

If you argue whether to have a new secretary or not - give that a good 45 minutes. He will make the decision about the kind of information to be regularly brought in to the board of education.

How long does it take to write policy? One man said they had been at work on this two or three years. "We're not finished."

I said to him, "Well, it didn't take two or three years, it doesn't take one year." "It doesn't take six months. It takes forever!"

Policy making is a process, it is not a project. It is what you do; the way you operate. Not something off to the side. Let's run out there and make some policy and then come back and run the school.

<u>Your function is to make the policies, and delegate the responsibility for making them work to the superintendent</u>. I think that is right important.

Local boards of education say their powers are fading. Federal power is increasing. State power is being more aggressively exercised. I am concerned about what we control. No other nation insists that education can be locally controlled by laymen. You can't match our way, the world around. Only if we believe it can be done, will we continue to do it.

One Saturday afternoon, a couple of teenagers took apart the grandfather clock on the farm; put it together again the best they could before grandpa and

grandma came home. A couple of cog wheels they left out, theyhid up on top. Getting to be bed time, grandma and grandpa went to bed. In the middle of the night the clock begins to strike. It struck one, two, three, ten, eleven, twelve, thirteen, fourteen, fifteen, twenty, twenty-one, twenty-two, twenty-three, forty, forty-one, forty-two, forty-three.

Grandma sitting bolt upright in bed by this time, says, "Dad, dad, what time is it?"

He said, "Mom, I don't know what time it is, but I can tell you one thing, it has never been this late before."

I don't know what time it is for local boards of education or what fate holds for them, but it has never been this late before. If you cannot learn to exercise the policy making function and delegate rule making to the superintendent, I feel sure you will pay for the same.

Thank you very much.

APPENDIX A

Powers and Duties of a Board of Education

The powers and duties of a board of education are fully outlined in Section 1709 of the Education Law as follows:

The board of education of every union free school district shall have power, and it shall be its duty:

(1) To adopt such by-laws and rules for its government as shall seem proper in the discharge of the duties required under the provisions of this chapter.

(2) To establish such rules and regulations concerning the order and discipline of the schools, in the several departments thereof, as they may deem necessary to secure the best educational results.

(3) To prescribe the course of study by which the pupils of the schools shall be graded and classified, and to regulate the admission of pupils and their transfer from one class or department to another, as their scholarship shall warrant.

(4) To prescribe the text-books to be used in the schools, and to compel a uniformity in the use of the same, pursuant to the provisions of this chapter, and to furnish the same to pupils out of any moneys provided for that purpose.

(5) To make provisions for the instruction of pupils in all subjects in which such instruction is required to be given under the provisions of article seventeen of this chapter.

(6) To purchase sites, or additions thereto, for recreation grounds, for agricultural education purposes, and for schoolhouses for the district, when designated by a meeting of the district; and to construct such schoolhouses and other structures and additions thereto as may be so designated and to operate facilities provided and to market any surplus of farm products that might be so raised and as may be so designated; to purchase furniture and apparatus for such schoolhouses, and to keep the furniture and apparatus therein in repair; and, when authorized by such meeting, to purchase implements, supplies, and apparatus for agricultural, athletic, playground, and social center purposes.

(7) To hire rooms in which to maintain and conduct schools when the rooms in the schoolhouses are overcrowded, or when such schoolhouses are destroyed, injured or damaged by the elements, and to equip and furnish such rooms in a suitable manner for conducting schools therein.

(8) To insure the schoolhouse and their furniture, apparatus and appurtenances, and the school library, in some insurance company created by or under the laws of this state, or in some insurance company authorized by law to transact business in this state, and to comply with the conditions of the policy, and raise the sums required for premiums by district tax.

(8a) In its discretion to insure pupils against damage occasioned because of accidental personal injuries sustained while participating in physical education classes, intramural and inter-scholastic sports activities, in such a company, and raise the sums required for premiums by district tax.

(8b) In its discretion to purchase insurance against accidents to pupils occurring in school, on school grounds, while being transported between home and school in a school bus as defined in section 3621, and during sponsored trips.

(9) To take charge and possession of the schoolhouses, sites, lots, furniture, books, apparatus, and all school property within its district; and the title of the same shall be vested respectively in said board of education.

(10) To alter and equip for use as a public library any former schoolhouse or part thereof, the title to which is vested in the board, when duly authorized by the qualified voters of the school district.

(11) To sell, when authorized by a vote of the qualified voters of the school district, any former school site or lot, or any real estate the title to which is vested in the board, and the buildings thereon, and appurtenances or any part therefor, at such price and upon such terms as said voters shall prescribe, and to convey the same by deed to be executed by the board or a majority of the members thereof. Also to exchange real estate belonging to the district for the purpose of improving or changing schoolhouse sites. All deeds or other conveyances of real property heretofore made and delivered, executed by said board of education by its officers, or in the manner in which deeds are executed by corporations, or executed in any other manner, shall be as valid and of the same force and effect as if executed by said board of education or a majority of the members thereof; but this provision shall not affect any action or proceeding pending at the time of the taking effect hereof.

(12) To take and hold for the use of the said schools or of any department of the same, any real estate transferred to it by gift, grant, bequest or devise, or any gift, legacy or annuity, of whatever kind, given or bequeathed to the said board, and apply the same, or the interest or proceeds thereof, according to the instructions of the donor or testator.

(12a) To take and hold in trust for the purpose of awarding scholarships in said schools any real estate transferred to it by gift, grant, bequest or devise, or any gift, legacy or annuity, of whatever kind, given or bequeathed to said board and apply the same, or the interest or proceeds thereof, according to the instructions of the donor or testator.

(13) To have in all respects the superintendence, management and control of said union free schools, and to establish therein, in conformity with the regents rules, and academic department, whenever in their judgment the same is warranted by the demand for such instruction; to receive into said union free schools any pupils residing out of said district, and to regulate and establish the tuition fees of such nonresident pupils in the several departments of said schools.

(14) To provide fuel, furniture, apparatus and other necessaries for the use of said schools.

(15) To appoint such librarians as they may from time to time deem necessary.

(16) To contract with and employ such persons as by the provisions of this chapter are qualified teachers, to determine the number of teachers to be employed in the several departments of instruction in said school, and at the time of such employment, to make and deliver to each teacher a written contract as required by section three thousand eleven of this chapter, except as otherwise provided by sections three thousand twelve and three thousand thirteen; and employ such persons as may be necessary to supervise, organize, conduct and maintain athletic, playground and social center activities, or for any one or more of such purposes and to adopt rules and regulations governing the excusing of absences of all teachers and other employees and for the granting of leaves of absence to such employees either with or without pay. The regular teachers of the school may be employed at an increased compensation or otherwise, and by separate agreement, written or oral, for one or more such purposes. (Amended 1948)

(17) To fill any vacancy which may occur in said board by reason of the death, resignation, removal from office or from the school district, or refusal to serve, of any member or officer of said board; and the person so appointed in the place of any such member of the board shall hold his office until the next annual election of trustees.

(18) To remove any member of their board for official misconduct. But a written copy of all charges made of such misconduct shall be served upon him at least ten days before the time appointed for a hearing of the same; and he shall be allowed a full and fair opportunity to refute such charges before removal.

(19) To provide and maintain suitable and convenient waterclosets as provided in section four hundred eleven of ths chapter.

(20) To raise by tax upon the property of the district any moneys required to pay the salary of teachers employed.

(20a) In its discretion to adopt a resolution establishing the office of auditor and appoint an auditor who shall hold his position subject to the pleasure of such board of education. No person shall be eligible for appointment to the office of auditor who shall be a member of the board of education or the clerk or the treasurer of such district. Such board of education, at any time after the establishment of the office of auditor, may adopt a resolution abolishing such office, whereupon such office shall be abolished. When the office of auditor shall have been established and an auditor shall have been appointed and shall have qualified, the powers and duties of the board of education with respect to auditing, allowing or rejecting all accounts, charges, claims or demands against the school district shall devolve upon and thereafter be exercised by such auditor, during the continuance of such office.

(21) To provide for the medical inspection of all children in attendance upon schools under their supervision and to pay any expense incurred therefor.

(22) To provide, purchase, lease, furnish and maintain buildings or other suitable accommodations for the use of teachers or other employees of the district when duly authorized by a meeting of the district and to raise by tax upon the taxable property of the district the moneys necessary for such purposes; and, also, when so authorized, to provide, maintain and operate a cafeteria or restaurant service for the use of pupils and teachers while at school. (Amended by L. 1947, ch. 856; see L. 1947, ch. 820, section 3)

(23) To provide milk for pupils within the limitations of an appropriation made therefor.

(24) To provide transportation, home-teaching or special classes, as defined under sections forty-four hundred three, forty-four hundred six and forty-four hundred seven of this chapter for physically or mentally handicapped and delinquent children. Such transportation, home-teaching or special classes, when provided pursuant to this subdivision, shall be granted to all such children irrespective of the school they legally attend.

(25) To purchase and maintain, when authorized by a vote of the qualified voters of the school district, a motor vehicle or vehicles to be used for the transportation of the school children of the district. Such motor vehicle may be leased to another school district during the time it is not needed for such transportation. (A recent amendment also permits the lease of a school bus to a municipality to transport children in connection with a recreation project.)

(26) To pay any judgment levied against the school district and in the event there are no moneys otherwise available, to levy a tax upon the taxable property of the district to pay the same.

(27) To contract with any person, corporation or other school district for the conveyance of pupils residing within the district, when authorized to do so under subdivision nineteen of section two thousand fifteen, by vote of the inhabitants of the district entitled to vote, in accordance with such rules and regulations as such board of education may establish, consistent with the regualtions of the commissioner of education. Upon authorization by a school district meeting, every such contract of transportation may be made for a period not exceeding five years, notwithstanding any provision of any other law inconsistent herewith.

(28) To furnish lighting facilities, janitorial care and supervision for highway underpasses when authorized to do so by vote of a district meeting under the provisions of subdivision twenty of section two thousand fifteen of this chapter.

(29) To establish a petty cash fund for the use of the superintendent, principals or clerk of the school district for the payment, in advance of authorization, of properly itemized bills for materials, supplies or services furnished to the school district under conditions calling for immediate payment to the vendor upon delivery of any such materials or supplies or the rendering of any such services. The amount of such a petty cash fund and the method of handling same shall be in accordance with regulations established by the commissioner of education.

(30) To provide, in its discretion, compensation to a speaker or speakers at commencement day exercises in such amount as may be determined by the board.

(31) To reimburse candidates for teaching positions for actual travel and other necessary expenses incurred by them in appearing for purposes of interview or observation with respect to such positions.

(32) To provide, in its discretion, in-service training for its teachers.

(33) To have in all respects the superintendence, management and control of the educational affairs of the district, and, therefore, shall have all the powers reasonably necessary to exercise powers granted expressly or by implication and to discharge duties imposed expressly or by implication by this chapter or other statutes.

(34) To provide workmen's compensation coverage as provided in the workmen's compensation law for all teachers and other employees for injuries incurred in actual performance of duty.

(34a) In its discretion, to provide under a group insurance policy or policies issued by any insurance company or insurance companies authorized to do business in this state or under a group contract issued by 1 or more corporations subject to article 9-c of the insurance law, life insurance or accident and health insurance benefits or medical and surgical benefits or hospital service benefits or any 2 or more of such kinds of benefits to teachers and other employees of the school district who participate in a plan or plans, as hereinafter provided. The disbursing officer of the school district is authorized to deduct from the salary of such participant with his prior consent, in writing, the sums representing the participant's share of the premium or premiums which are payable by such officer to such insurance company or corporation. Such board of education is authorized to pay from such moneys as are available for the purpose, a share of the cost of such benefit or benefits in such amount as is required to be paid under such a group insurance policy or policies or group contract or contracts by the board of education, as employer. The sum to be paid by the board of education under such policy or policies or contract or contracts, in the discretion of such board may be any percentage of the total cost of the benefit or benefits including the whole thereof.

APPENDIX B

Powers and Duties of the District Superintendent

The district superintendent is the general supervising officer of the supervisory district over which he has jurisdiction. His general powers and duties are: (Sec. 2215)

(1) To ascertain school district boundaries.

(2) To hold teacher conferences and advise and counsel teachers in relation to the discipline, school management and other school work, and matters promoting the general good of all schools of the district.

(3) To advise and counsel trustees and other school officers in relation to their powers and duties.

(4) To direct trustees to make alterations and repairs to buildings, but the amount which the trustees may be directed to expend shall not exceed $400 in any one year.

(5) To direct trustees to make alterations, repairs or replacement to school furniture, but the amount thus directed to be expended shall not exceed $200 in any one year.

(6) To direct trustees to abate any nuisance in or on the school grounds.

(7) To approve the amount of or the sureties on bonds of treasurers and collectors of school districts. (See also Sec. 2122 and 2124)

(8) To condemn a schoolhouse as provided in Section 412 of the Education Law.

(9) To examine and license teachers pursuant to the provisions of the Education Law. He shall also conduct such other examinations as the Commissioner of Education shall direct. (This procedure is no longer used.)

(10) To examine any charges affecting the moral character of any teacher residing or employed within his district and to revoke such teacher's certificate as provided by Section 3018 of the Education Law.

(11) To take affidavits and administer oaths in all matters pertaining to the public school system, but without charge or fee.

(12) To take and report to the Commissioner of Education under the direction of such Commissioner testimony in a case on appeal. In such a case or in any matter to be heard or determined by the district superintendent, he may issue a subpoena to compel the attendance of a witness.

(13) To exercise in his discretion any of the powers and perform any of the duties of another district superintendent on the written request of such other superintendent, and he must exercise such powers and perform such duties when directed to do so by the Commissioner of Education.

(14) To make such investigations and to make such reports to the Commissioner of Education upon any matter or act as said Commissioner shall from time to time request. He shall make an annual report on the first day of August in such form and giving such information as the Commissioner of Education shall require.

APPENDIX C

Member Schools

Afton Central School, Afton; Andes Central School, Andes; Bainbridge-Guilford Central School, Bainbridge; Charlotte Valley Central School, Davenport; Cherry Valley Central School, Cherry Valley; Delaware Academy and Central School, Delhi; Downsville Central School, Downsville; Andrew S. Draper Central School, Schenevus; Edmeston Central School, Edmeston; Fleischmanns Union Free School, Fleischmanns; Franklin Central School, Franklin; Gilboa-Conesville Central School, Gilboa; Grand Gorge Central School, Grand Gorge; Hancock Central School, Hancock; Jefferson Central School, Jefferson; Abraham L. Kellogg Central School, Treadwell; Laurens Central School, Laurens; Margaretville Central School, Margaretville; Milford Central School, Milford; Morris Central School, Morris; Mt. Upton Central School, Mt. Upton; New Berlin Central School, New Berlin; Oneonta Public Schools, Oneonta; Richfield Springs Central School, Richfield Springs; Roxbury Central School, Roxbury; Sidney Central School, Sidney; South Kortright Central School, South Kortright; Stamford Central School, Stamford; Unatego Central School, Unadilla; Walton Central School, Walton; Worcester Central School, Worcester; Owen D. Young Central School, Van Hornesville.

Catskill Area School Study Council
Executive Committee

Robert White, Oneonta Consolidated School System, Oneonta, New York (1969)

Eugene Wieand, Second Supervisory District of Delaware County, Walton New York (1969)

Roy Dexheimer, South Kortright Central School, South Kortright, New York (1968)

Donald Haight, Charlotte Valley Central School, Davenport, New York (1968)

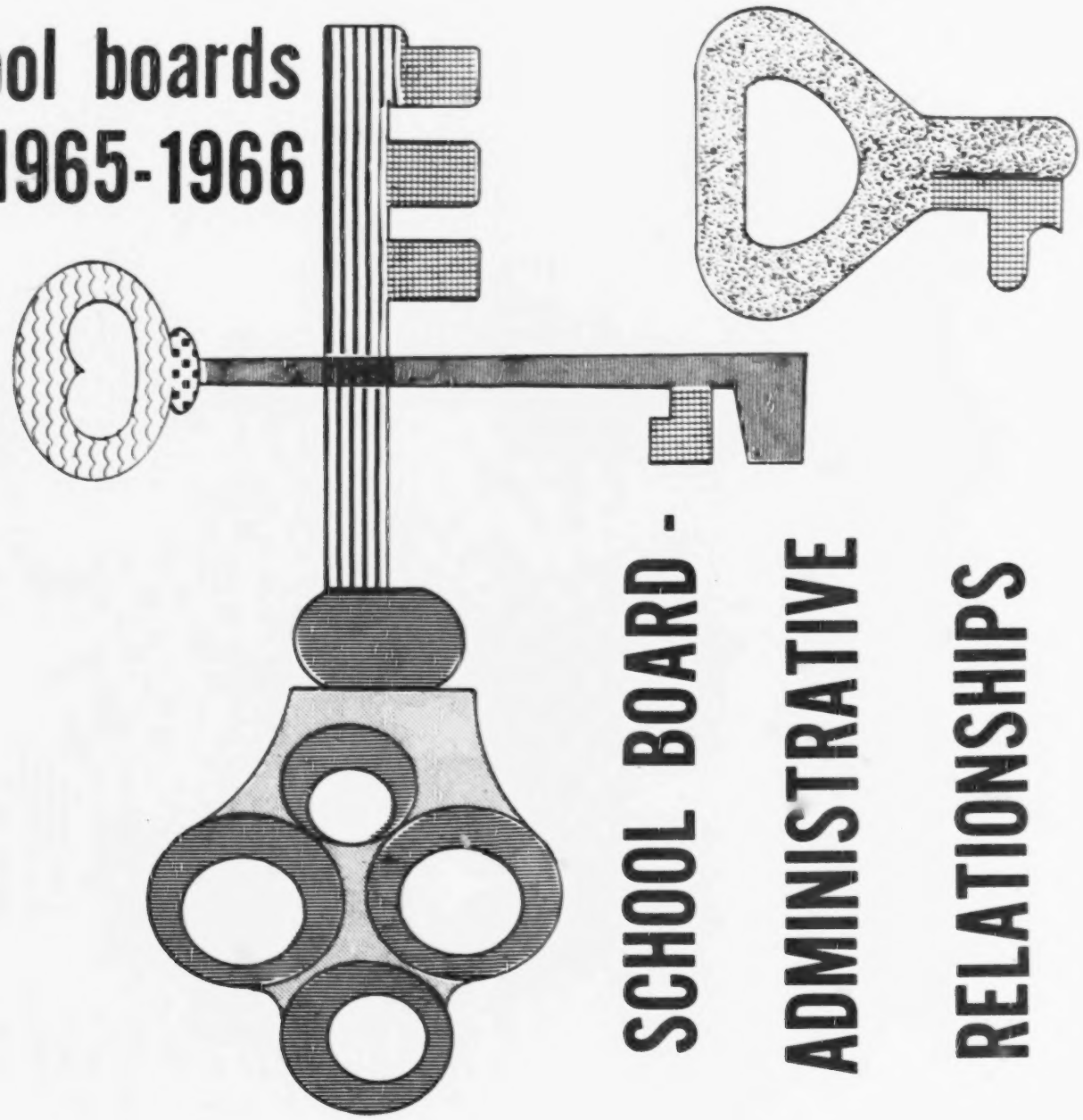
Hicks Dow, New Berlin Central School, New Berlin, New York (1967)

Gordon J. Hammond, Milford Central School, Milford, New York (1967)

Royal F. Netzer, State University College, Oneonta, New York (Permanent)

John Wilcox, State University College, Oneonta, New York (Executive Secretary)

catskill area school boards institute 1965-1966



SCHOOL BOARD - ADMINISTRATIVE RELATIONSHIPS